GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

Office of the Director

MEMORANDUM

TO: D.C. Board of Zoning Adjustment

FROM: Andrew Altman, Director

DATE: October 2, 2001

SUBJECT: Waiver of Rules for Late Submission of Office of Planning Report
BZA Application 16732: Jim Barnett for 1841 Park Road, N.W.

The attached Office of Planning report on Application No. 16732 is being submitted less than 7 days prior to the Board of Zoning Adjustment's consideration of the application at the scheduled public hearing. The application is a request for variances to allow the construction of an addition to a non-conforming structure, and for side yard and rear yard variances at 1841 Park Road, N.W. in the Mt. Pleasant historic district.

OP requests that the Board waive its rules to receive the report into the record.

Attachment

aa/sc

BZA
Case No. 16732
Exhibit No. 52

Board of Zoning Adjustment
District of Columbia
CASE NO.16732
EXHIBIT NO.52

GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

Office of the Director

MEMORANDUM

TO: Board of Zoning Adjustment

FROM: Andrew Altman, Director

DATE: October 2, 2001

SUBJECT: BZA Application #16732 (Application of Jim Barnett of Washington, DC)
1841 Park Road, NW
Square 2614, Lot 41 & 42

I. APPLICATION-IN-BRIEF

Applicant:	Jim Barnett
Relief Sought:	Variances to Allow Addition to Non-Conforming Structure; Variances from Side and Rear Yard Requirements
From Section:	11 DCMR §s 2001.3, 405.9,404.1
Zoning:	R-4
Regulations Require:	6 feet more side yard than exists 20 feet more rear yard than will exist
Relief Sought Under:	§3103.2

Proposal: Build kitchen addition and breezeway to connect existing residence with carriage house. Keep first, second and third floors of house as owner's residence. Convert portions of basement and/carriage house into two or three apartments, plus office for psychologist's home occupation.

Applicant's Justification: Applicant's correspondence has stressed the minimal, and possibly positive impact, the proposal would have on neighborhood. The property is in the Mt. Pleasant Historic District and had been on the market for several years. Applicant proposes to put approximately $500,000 into renovation that has been approved by Historic Preservation Review Board (HPRB).

II. OFFICE OF PLANNING RECOMMENDATION-IN-BRIEF

The Office of Planning (OP) recommends that the requests for all variances be DENIED. It does not, at present, meet two of the three tests required for variance approval.

III. SITE AND AREA DESCRIPTION *(See Attachments 1 and 2)*

Square 2614 in northwest Washington is bounded by:

- North: Monroe Street
- East: 18th Street
- South: Park Road
- West: 19th Street

There is a 14' wide alley running the east/west length of the block. It has entrances on 18th Street and on Monroe Street. The alley has a small, dog-legged dead end at the west.
Lots 41 and 42 are in the middle of the block, facing Park Road. The Office of the Surveyor has approved the combining of the two lots into a single lot.

The Square is within the Mt. Pleasant Historic District. The subject property is one of several imposing single-family houses in the 1800 block of Park Road. Several of these houses have over 4,000 square feet of living space, large yards and carriage houses. These houses are at the top of a hill that was partially re-graded and flattened out at the beginning of the 20th century to allow for residential construction. 1841 Park Road, and its neighbors are accessed by very long, high sets of steps in the front and are level with the alley in the back. There are generally 20 to 30 front steps and the change in elevation from sidewalk to front door can be as much as 25 feet.

The subject property is one of the largest in this block. It is a 2½ story clapboard colonial revival house built in 1906. The property comprises two lots that are being combined into one. Together, the lots have 12,400 square feet. The main house and carriage house sit on Lot 42, which is the western lot. A very generous garden occupies all of the eastern Lot 41. The carriage house, a gate and a parged wall separate the property from the well-maintained 14' alley to the rear.

Mt. Pleasant is a residentially-mixed neighborhood. Adams Morgan and Lanier Heights are to the south; 16th Street is to the east; and Rock Creek Park is on the west and north. Buildings in the 1800 block of most streets in Mt. Pleasant were constructed as single-family residences. Unlike the subject property, most of these residences are part of row house blocks. Many have seen the addition of rental units in their English basements. Some have been converted into apartment buildings, as is permitted in the R-4 zoning district.

IV. AREA ZONING AND HISTORIC DISTRICTS *(See Attachments 2 and 3)*

The site is zoned R-4, as is most of the surrounding area. R-4 is a moderate-density zoning district intended for row houses and garden apartments. One apartment unit is permitted as a matter of right use for every 900 square feet of lot area.

The exceptions to the general R-4- zoning in the Mt. Pleasant area occur in the triangle formed roughly by Mt. Pleasant Street, 16th Street, and the block north of Park Road between 16th and

17th Streets. Mt. Pleasant Street is the neighborhood commercial center and is zoned C-2-A. The other parts of the triangle are zoned R-5-B and R-5-D for medium and high density apartment uses.

1841 Park Road is within the Mt. Pleasant Historic District and the property has been designated as a contributing structure to the historic district.

V. PROJECT DESCRIPTION

The applicant wishes to renovate and restore the main house, add a one-story addition to the kitchen, connect the main house to the carriage house with a breezeway, and subdivide portions of the basement and the carriage house into apartments and home occupation quarters for the owner's small private psychology practice. At the time this report was written it was unclear whether the applicant was proposing a total of three or four dwelling units (main house plus two or three apartments in basement and carriage house) and whether the home occupation space was proposed for the main house or the carriage house. The applicant has changed the proposed numbers and locations of these uses several times during the course of discussions and negotiations with neighbors, some of whom have expressed reservations about the project.

Presently the carriage house is a non-conforming, but grandfathered, structure. It sits less than the required 12 feet from the center-line of the alley, and less than the required 8 feet from the side property line. In accordance with the Zoning Regulations, the building may be used only for storage, as a garage, or for the living quarters of paid domestic help. It may not be used for dwelling units, a home occupation office or even as sleeping quarters for guests or visiting relatives. The main house, however, may be used for all of these uses, and could, subject to historic preservation and other reviews, be converted and/or added onto to enable construction of 13 apartment units.

The applicant wishes to retain the existing house and carriage house, and has expressed no interest in constructing anything more than the minor addition to enable expansion of the kitchen and the joining of the main and carriage houses. Connecting the structures would change the legal status of the main house and the accessory structure into one principal structure. Apartments and a home occupation use would thus be permitted throughout the overall structure provided the Board of Zoning Adjustment (BZA, or Board) grants the requested variances.

To enable these uses the applicant has requested Board permission to construct the addition to the non-conforming structure. This non-conforming structure is presently considered as only the carriage house. However, if the connection were constructed, the entire main house/kitchen addition/breezeway/carriage house complex would become non-conforming, since it would all then be legally considered to be one structure. Granting of the requested variances from side and rear yard requirements is thus a pre-requisite to connecting the structures.

The applicant also proposes to construct an exterior stairway to the second floor of the carriage house and make other minor alterations to the carriage house. This construction is subject to HPRB approval, but not to BZA approval.

HPRB has approved all plans submitted for renovation of the main house and the carriage house, the kitchen addition, and construction of the breezeway and the carriage house exterior staircase.

VI. RELATIONSHIP OF THE APPLICATION AND THE PRESENT ZONING TO THE COMPREHENSIVE PLAN *(Attachment 6)*

The Comprehensive Plan's Generalized Land Use Map indicates that the site and the surrounding blocks are suitable for moderate density housing; lower density housing may also appropriate in such areas. The site is zoned R-4, which is intended for row houses and garden apartments, and also permits low-density housing. Both the application and the zoning are consistent with the Comprehensive Plan.

The Ward 1 Element of the Comprehensive Plan stresses the provision of additional housing, the preservation of the area's historic resources, and the need for neighborhood stabilization. The proposal would be consistent with at least two of these Comprehensive Plan objectives. It would enable the preservation of one of the historic district's most prominent contributing structures, and it would provide additional housing.

Whether the proposal would lead to greater stabilization of the neighborhood is more difficult to determine. A vacant property would be returned to use. The R-4 zoning permits the conversion or construction of up to 13 units on a property with this large a lot (one per 900 square feet of the 12,400 square foot size of the two combined lots). However, the proposal would also add two or three rental units to what has been a single family complex; would provide no parking because, as an historic structure it is eligible for, and has received, a parking waiver; and would officially introduce a home occupation to the property – albeit with a limited number of clients. This would not be the first such conversion of a large single-family house to multi-family uses in this block. The similarly large house at the corner of Park Road and 18th Street was converted into apartments over twenty years ago and added a large, modern wing. According to community residents, the design of this conversion was one of the important events prompting the movement to have Mt. Pleasant declared an historic district.

The HPRB has found the design of the proposed additions to 1841 Park Road to be in keeping with the architecture of the existing house. The number of residential units proposed is less than half of the number of units contained in the earlier conversion and addition at 18th Street and Park Road. On balance, OP feels that, given the R-4 zoning's consistency with the Comprehensive Plan, the HPRB's waiver of the parking requirements in order to assist the preservation of a contributing historic structure, and the presence of other multi-family housing within the same block, the proposal would be not inconsistent with the neighborhood stabilization objectives of the Comprehensive Plan.

VII. REQUESTED ZONING RELIEF

Pursuant to Sections 3103.2, the applicant is requesting variances from:

- Section 2001.3, Addition to a Non-Conforming Structure;
- Section 405.9, Side Yard;
- Section 404.1 Rear Yard .

Notes: Site size is 12,400 SF after lots are combined. Zoning is R-4. Neither the number of residential units nor the home occupation use is the subject of the variance requests.

	Matter of Right	***Proposal, w/ residence and carriage house joined***	**Difference of Proposal from Matter of Right**	**% Change of Proposal from Matter of Right**
Uses	With 12,400 SF lot, up to 13 units on site @ 900 SF of lot required per d.u., provided several other requirements are met	3 –4 units, inclusive of main residence, plus home occupation space	9-10 units fewer than permitted if construction were on vacant land, or if otherwise designed to pass historic preservation review, and requiring no variances (e.g., M-O-R addition to main house that did not incorporate carriage house)	approx. 70% - 78% fewer units than allowed, notwithstanding fewer # units likely to result from historic preservation & other considerations
Addition to Non-Conforming Structure (Sec. 2001.3)	Physical extension to a non-conformity not permitted	In addition to non-conforming carriage house, breezeway connection makes entire structure (including main house and kitchen addition) non-conforming.	100%	100%
Side Yard, (Sec.405.9)	at least 8' required; main house now meets this; carriage	Distinction between main house and carriage house	6' less than required on west	75% less than required

	house, w/ 2' side yard on west and 40' on east, doesn't	would be erased		
Rear Yard, (Sec. 404.1)	existing main house must have at least 20' rear yard, which it does; carriage house must be no less than 12 feet from center of alley; it is currently 7 feet from center	once structures are joined, 20' designation of rear yard is moved to north (rear) end of carriage house.	20'	100%

VIII. AUTHORITY TO GRANT VARIANCES

11 DCMR, Sec. 3103.2 cites the D.C. code provision that authorizes the BZA to grant the requested variances *"where, by reason of*

- *exceptional narrowness, shallowness or shape of a specific piece of property at the time of the original adoption of the regulations,*
- *or by reason of exceptional topographical conditions*
- *or other extraordinary or exceptional situation or condition of a specific piece of property,*

the strict application of any regulation ... would result in

- *peculiar and exceptional practical difficulties to*
- *or exceptional and undue hardship upon the owner of the property...;*

Provided, that the relief can be granted

- *without substantial detriment to the public good*
- *and without substantially impairing the intent, purpose, and integrity of the zone plan as embodied in the Zoning regulations and Map".* (Emphasis added)

IX. DOES THE APPLICATION MEET THE VARIANCE TESTS?

1. **UNIQUENESS:** ***With respect to exceptional narrowness, shallowness, shape, topography or other extraordinary or exceptional situations or conditions of the specific piece of property:***

   It does not meet these tests.

   The property is relatively unusual, but by no means unique. The twenty-foot-plus rise of the front yard with its attendant 20-25 steps is unusual. A two-story carriage house

backing onto an alley that does not meet the occupancy standards of the Alley Dwellings Act is unusual. A historically designated, 95 year old, 4000 square foot house in need of substantial repair is unusual. However, none of these circumstances are unique. In the 1800 block of Park Road alone, there are at least eight houses that meet one of more of these conditions. Some meet all three.

2. ***With respect to the* "Practical Difficulties"*** ***that would be "unnecessarily burdensome" and impose* Undue Hardship** ***to the Applicant should the requested variances not be approved:***

The applicant has not demonstrated that this test has been met. The applicant's correspondence has stressed that the level of development being proposed is considerably less than might be constructed in the R-4 zone, should all historic preservation reviews and parking waivers be favorable. Emphasis has been placed on the relative lack of impact that the proposed changes would have on neighboring properties

The applicant has also stated that the restoration/renovation of the house and the new construction will be costly. However, the applicant has not given any details as to what serious practical difficulties would be encountered if the zoning relief were not granted. As indicated earlier, the applicant could create rental units in the main house as a matter of right. He has failed to make the case as to why it is necessary to incorporate the carriage house into the main structure. There is, therefore, no way OP can determine what the practical difficulties are and whether, if they exist, they would be unnecessarily burdensome and impose an undue hardship on the applicant, should the requested variances not be granted.

3. ***Can The Relief Be Granted Without Substantial Detriment to the Public Good and Without Substantially Impairing the* Intent, Purpose and Integrity of the Zone Plan** ***as Embodied in the Zoning Regulations and Map?***

In OP's opinion, there would be some potential harm to the public good, should this relief be granted. The report suggests conditions which could mitigate the adverse impact of the proposed project.

Intent and Integrity of the Zone Plan

- Physical Changes: The granting of the variances to the rear and side yard requirements of Sections 404.1 and 405.9, to enable the addition to a non-conforming structure, would have an impact on the intent and integrity of the zone plan. The proposed addition would occupy approximately 350 SF of the currently 1870 SF rear yard of Lot 42. The addition would be no closer than 27 ½ feet from the western property line. There would be no construction in the currently unoccupied Lot 41 to the east. Due to the joining of the structures, the rear and side yards would become defined by the line of the existing carriage house. The carriage house sits on the rear lot line, and two feet from the side property line. The concept of a mandatory rear and side yards was to impose a separation of residential uses, and to provide for privacy, light and air between dwellings. The proposed change would introduce active residential use into a structure which is permitted to be in the rear yard solely because it was an accessory structure, used only intermittently, and for a low-impact use.

- Intensity of Use Changes: The portion of the rear yard to the west of the proposed addition may experience increased use from the one, or, possibly, two studio apartments in the basement of the existing main house. The size and design of the apartment(s) inhibit occupancy by more than one or two people per unit. The increased use of the western portion of the rear yard is not likely to be great.

  The design of the addition to the existing main house directs outdoor usage to the east, off of the kitchen. The same is true for the proposed apartment(s) in the carriage house, which are accessed from the east. The yard to the east is over 6000 square feet.

Impact on the Public Good

Opponents of the variance requests have suggested the proposed construction would result in several serious, negative public impacts. OP concludes that there may be some negative impacts, which could be mitigated by the adoption of the proposed conditions.

There may be one long-range cumulative negative impact, as discussed at the end of this section. However, this is an impact that is relatively congruent with an R-4 zone. The possible impact may be perceived as being greater than it might actually be because the 1800 block of Park Road has a pattern of single family houses in a district zoned for row houses and flats.

- Number of Housing Units: The proposed number of housing units – whether, in the end, they be three or four – is substantially less that might be built under matter of right zoning if appropriate other regulatory permissions were granted. Although there are several single family detached houses in the 1800 block of Park Road, it is not in an R-1 zone. Having 3 – 4 housing units and a one-person home occupation with a limited number of clients, on 12,400 square feet of property in an R-4 zone does not, in OP's opinion, undermine the zoning regulations.

- Parking Needs: While the additional units which would result from this application are fewer than could be accommodated on this site as a matter of right under the R-4 zoning, were this site not subject to the other constraints, there is an extremely tight parking situation in the neighborhood, occasioned by a combination of the density and the fact that parking is restricted on Park Road. Given that the contributing historic buildings in this area would all be entitled to a waiver of their parking requirements, the type of relief sought by this applicant could further exacerbate the parking problem if it served as a precedent for other similarly situated houses to seek similar relief.

  Because of the unusual topography, the likely parking needs of the tenants and clients will be difficult to meet without some negative impact on either the neighborhood or the tenants and clients. In OP's assessment, the negative impact would be experienced by the applicant's tenants and clients. There would not be a substantial detriment to the public good.

  Alley parking is not possible for the applicant or for the proposed tenants or clients. The alley is 14-foot wide. It has a tight turning radius at one end. Therefore any parking in the alley, in addition to being illegal, would also block lock access for public services and emergency vehicles. The applicant has already sought and received a parking waver. There would continue to be only one parking space. This would continue to be in the carriage house and would be assigned to the applicant/ owner.

  With alley parking being not possible, and with the applicant not providing additional parking, tenants and clients will park on-street. The negative impacts of the parking requirements are more likely to be felt on the tenants or the clients who, because of rush hour restrictions on Park Road and the applicant's oral agreement to restrict tenant and client access to the property from the alley, are likely to have to park several hundred feet from the property and then climb 20 – 30 steps to access it.

- Refuse: OP does not find the introduction of one or even two additional "supercans" something that is likely to block access to the alley, as some neighbors have contended.

- Design Sensitivity: The proposed new construction has been approved by the HPRB as being sympathetic with the existing buildings. To all but the neighbor to the west, the additions would be virtually invisible, and that visibility to the west can be ameliorated through a screening fence.

- Privacy: The neighbors immediately to the west, in a statement contained in the file, contends that the visual privacy of their backyard and bedroom windows would be compromised by the proposed occupation of the second floor of the carriage house. OP staff has examined the view from the second floor of the carriage house. Because the sill of the one south-facing window is unusually high off the floor, and must be maintained at that level because of historic preservation requirements, there are no sight lines to any neighboring windows or gardens. The windows to the west face the wall of the neighboring carriage house, and the window to the east has a line of sight to the garden of 1841 Park Road. On the first floor of the carriage house, there are no south-facing windows in the portion of the structure proposed for occupation.

- Possible Cumulative Impact: The granting of the variance from Section 2001.3, to add an addition to a non-conforming structure, could set a precedent for the 1800 block of Park Road. In addition to the applicant's property, there are 10 other properties on the north side of the 1800 block of Park Road that have substantial, non-conforming carriage houses. Allowing the addition to one non-conforming carriage house could set a precedent for the other 10 properties, and open up the possibility of residential and/or home occupation use of other carriage houses. Such a possibility would not necessarily violate the intent of the R-4 zone plan but could, depending on the cumulative number of units constructed and the number of parking space waivers granted by the HPRB, have a cumulative negative impact on the public good.

  OP notes that any possible granting of variances in the present application is dependent on the presence or absence of certain facts in this particular case and an analysis of the impacts of this application. The conclusions reached in this case are not singularly dispositive. The same conclusions would not necessarily follow in others cases.

X. COMMUNITY COMMENTS

In July, ANC 1-E had requested a delay in the BZA hearing of this case in order allow time for an ANC working group to examine the application and for the applicant and nearby property owners to continue discussions. The working group's report was scheduled to have been presented at the ANC's September 5 meeting. However, this report was not presented. The ANC postponed its consideration of the application and was to have met October 1 to discuss and vote on the case.

There have been several filings both for and against the application on the part of immediate neighbors.

XI. OTHER AGENCY COMMENTS

No agencies had submitted comments as of September 26, 2001.

XII. OP SUMMARY RECOMMENDATION

OP **recommends the Board deny all of the variance requests.** The applicant has not demonstrated uniqueness or serious practical difficulty.

However, while the applicant has not justified why granting the variances is justified, if the Board were to grant the requested variances, in OP's opinion there would be no substantial negative impacts on the public welfare or on the intent, purpose or integrity of the zone plan. The concerns of neighboring parties are valid, and need to be addressed, but the suggested negative impacts do not appear to rise to the level of substantial detriments to the public good, or to a substantial impairment of the zone plan.

The only possible negative impact OP has determined is a possible cumulative impact discussed at the end of Section IX of this report. Such a possible long-range impact would depend on: whether the BZA considered approval of this application to be dispositive for the 10 similar properties in the same block; and, if so, whether other property owners made similar applications; what the cumulative number of units proposed might be; and whether the HPRB granted parking waivers in a substantial number of these cases

Should the Board be inclined to grant the variances, OP would recommend that the Board not make a bench decision, but rather that it instruct the applicant and the ANC, or another appropriate body, to explore the feasibility of entering into an agreement or covenant containing a set of conditions to ameliorate some of the concerns of the nearby property owners. The results of this exploration would then be available to the Board before its decision meeting.

OP would recommend that such an agreement include the following provisions:

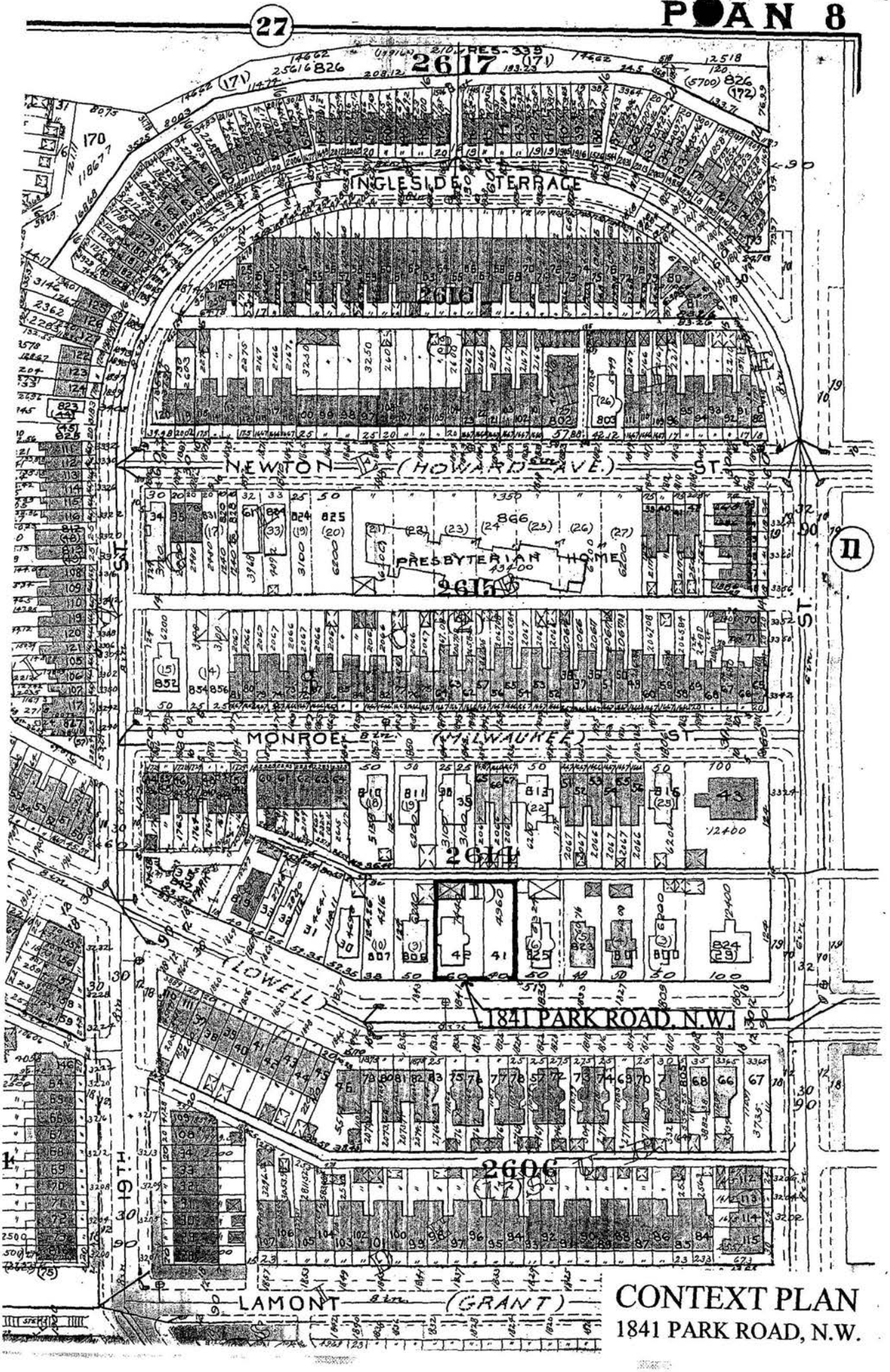
- The applicant, heirs and assigns (if a covenant) would be precluded from developing more than the currently proposed number of residential units on Lots 41 or 42;
- The applicant would be required to build a wall or fence screening the rear portion of the property from the property to the west;
- The applicant would be required to provide at least two parking spaces on the western side of the rear portion of the property, between the main house, the carriage house, and the proposed kitchen addition and breezeway. One of these spaces would be reserved for home occupation clients during daytime hours Monday-Friday for however long as there may be home occupation usage on the site. The design of this parking area and its access would be subject to HPRB approval.

Aa/slc

Attachments (6)

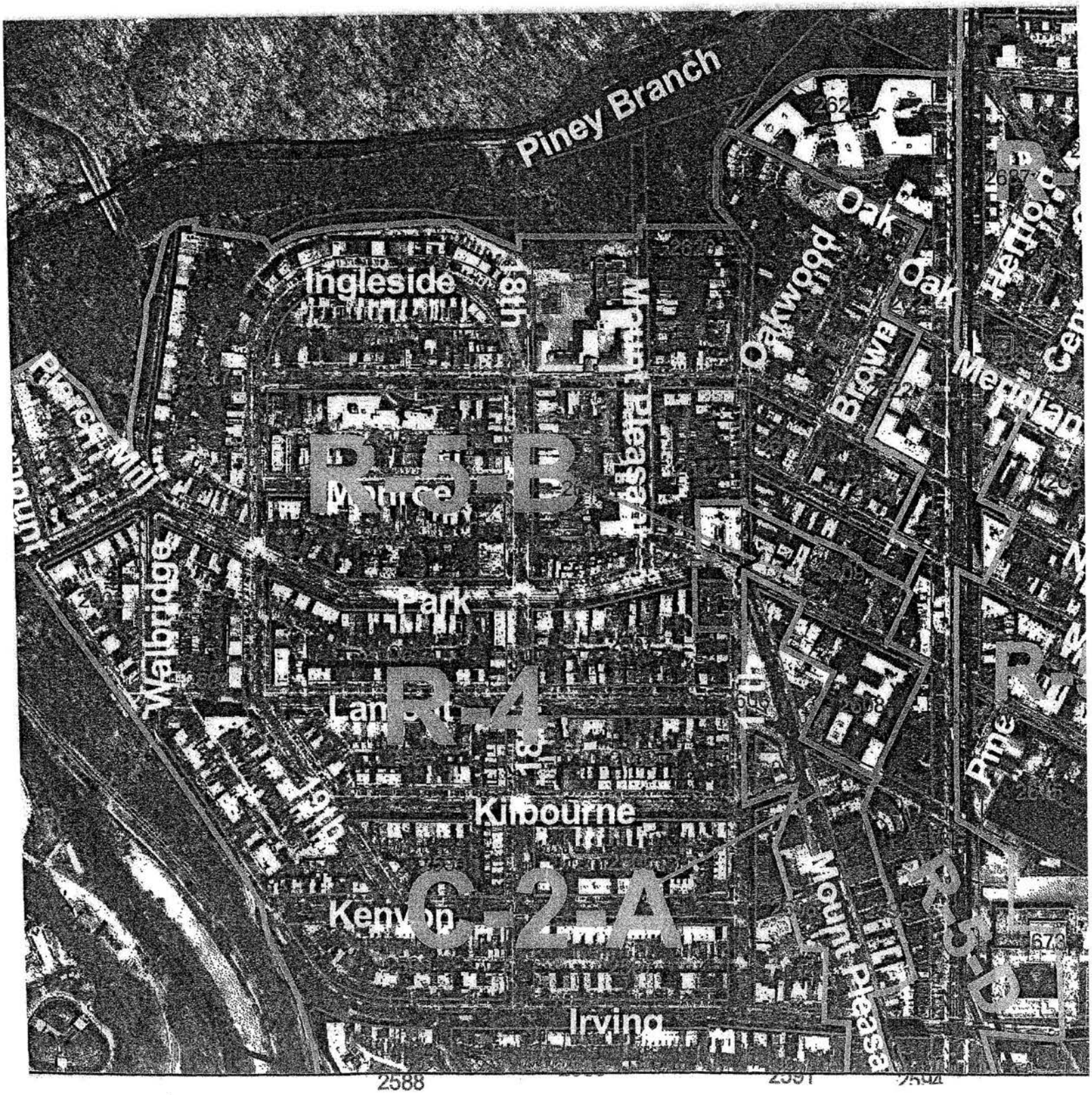
1: Locational Context
2: Area Zoning
3. Mt. Pleasant Historic District Boundaries
4. Site Plat
5. Architect's Site Plan of Proposed Improvements
6. District of Columbia Generalized Land Use Map for Site Area

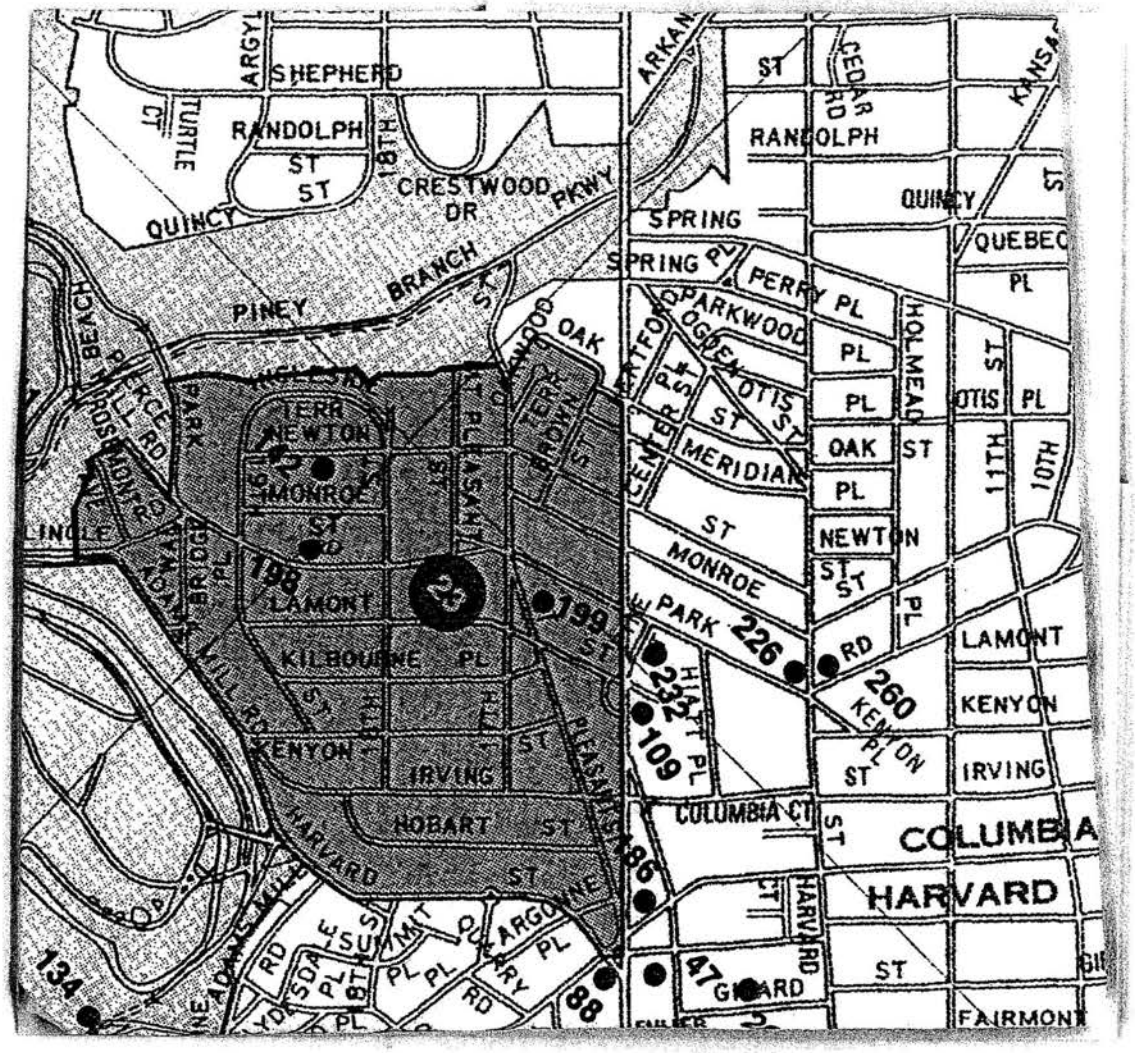
ATTACHMENT 1

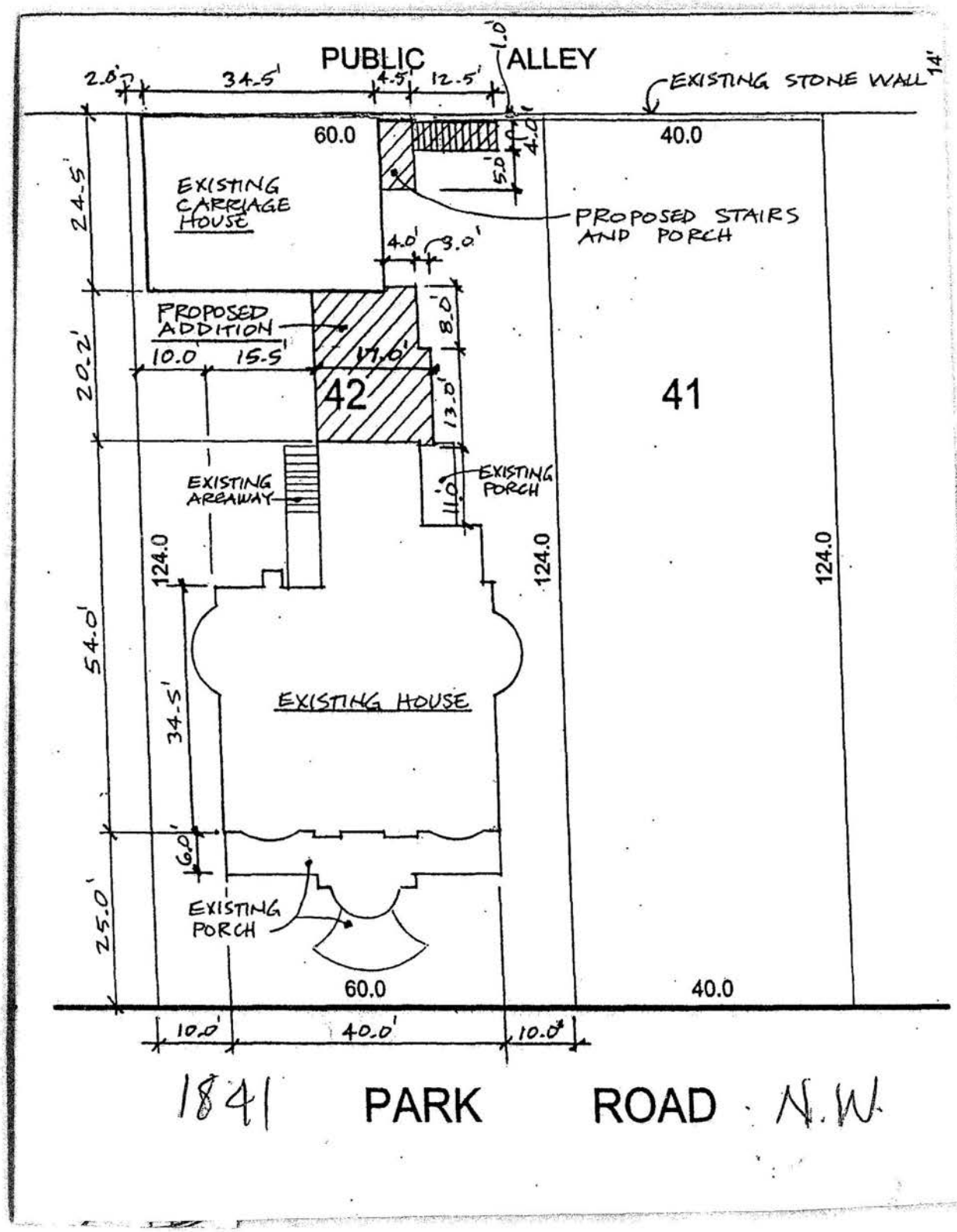


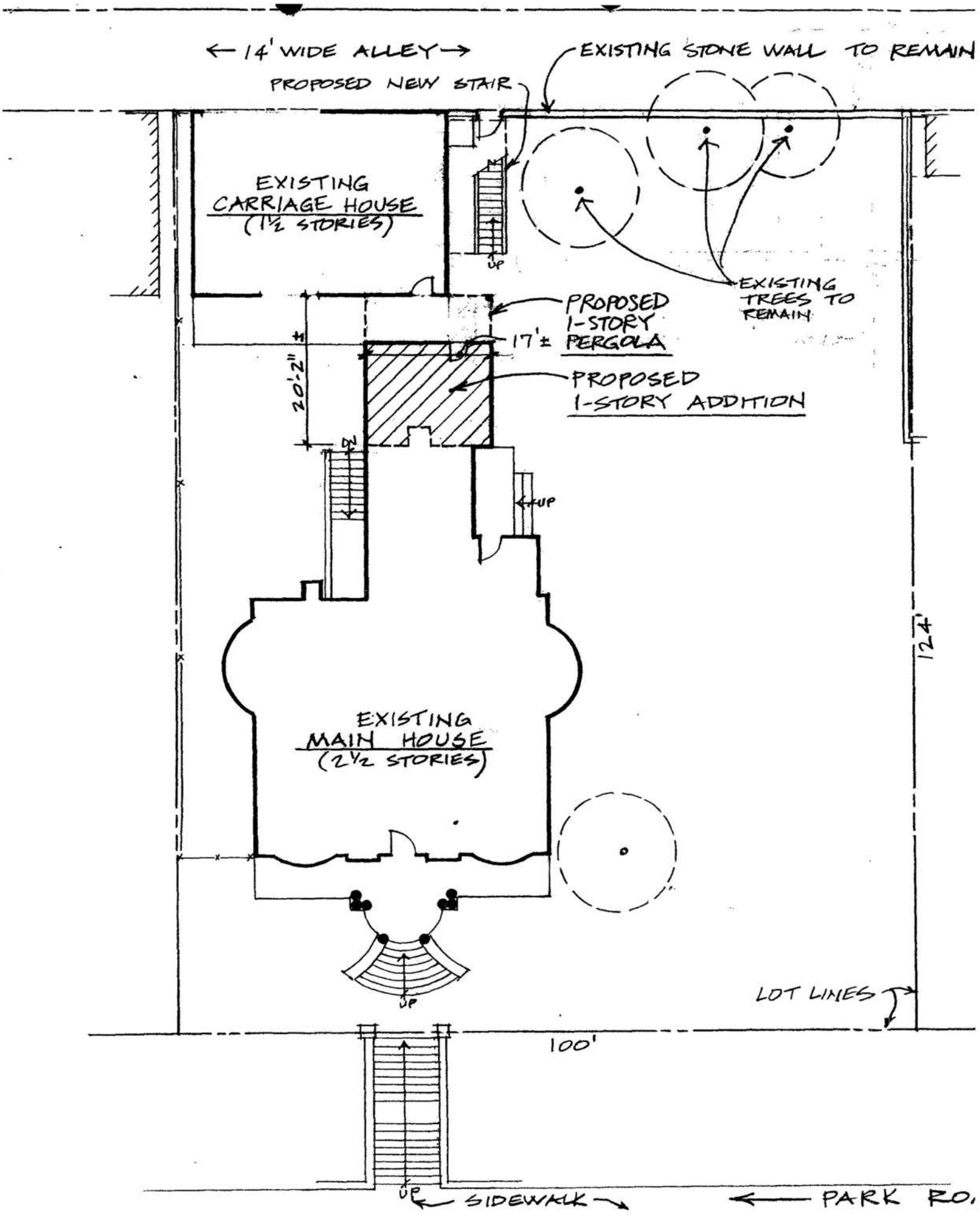
CONTEXT PLAN

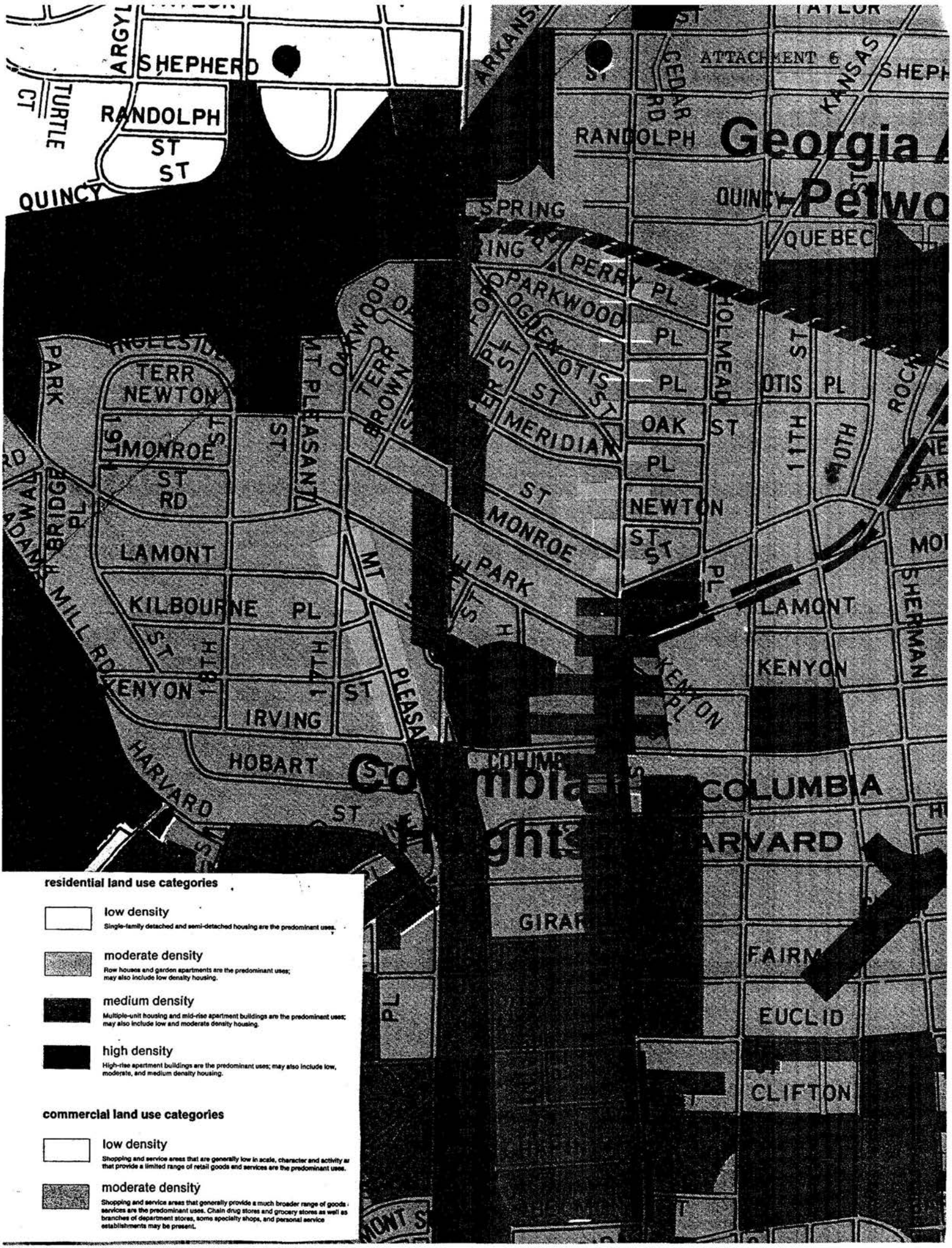
1841 PARK ROAD, N.W.


Piney Branch
Ingleside
Oak
Oakwood
Brown
Meridian
Pinehurst Mall
Walbridge
Park
Kilbourne
Kenyon
Irving
Mount Pleasant
R-5-B
R-4
C-2A
R-5
2588


SHEPHERD
RANDOLPH
ST
QUINCY
CRESTWOOD
DR
PKWY
PINEY
BRANCH
ST
OAK
TERR
NEWTON
MONROE
LAMONT
KILBOURNE
PL
KENYON
IRVING
HOBART
ST
HARVARD
ST
SUMMIT
QUARRY
PL
RD
SPRING
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PERRY PL
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LAMONT
KENYON
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COLUMBIA CT
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COLUMBIA
HARVARD
ST
FAIRMONT
HOLMEAD
11TH
10TH
CEDAR
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QUINCY
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ARGYL
TURTLE
CT
18TH
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PARK
RD
PIERCE
RD
LINCOLN
DR
ROSEMONT
AVE
ARGYLE
PL
PLEASANT
ST
BROWN
ST
HARVARD
RD
GIRARD
FAIRMONT
198
199
23
226
260
232
109
186
47
88
134


PUBLIC ALLEY
1.0'
2.0'
34.5'
4.5'
12.5'
EXISTING STONE WALL
14'
60.0
40.0
4.0'
5.0'
EXISTING CARRIAGE HOUSE
PROPOSED STAIRS AND PORCH
24.5'
4.0'
3.0'
PROPOSED ADDITION
10.0
15.5'
17.0'
8.0'
20.2'
42
41
13.0'
EXISTING AREAWAY
EXISTING PORCH
11.0'
124.0
124.0
124.0
54.0'
EXISTING HOUSE
34.5'
16.0'
25.0'
EXISTING PORCH
60.0
40.0
10.0'
40.0'
10.0'
1841 PARK ROAD N.W.


← 14' WIDE ALLEY →
EXISTING STONE WALL TO REMAIN
PROPOSED NEW STAIR
EXISTING CARRIAGE HOUSE (1½ STORIES)
UP
EXISTING TREES TO REMAIN
PROPOSED 1-STORY PERGOLA
17'±
PROPOSED 1-STORY ADDITION
20'-2"
UP
UP
EXISTING MAIN HOUSE (2½ STORIES)
124'
LOT LINES
100'
UP
← SIDEWALK →
← PARK RO.



residential land use categories

low density
Single-family detached and semi-detached housing are the predominant uses.

moderate density
Row houses and garden apartments are the predominant uses; may also include low density housing.

medium density
Multiple-unit housing and mid-rise apartment buildings are the predominant uses; may also include low and moderate density housing.

high density
High-rise apartment buildings are the predominant uses; may also include low, moderate, and medium density housing.

commercial land use categories

low density
Shopping and service areas that are generally low in scale, character and activity and that provide a limited range of retail goods and services are the predominant uses.

moderate density
Shopping and service areas that generally provide a much broader range of goods and services are the predominant uses. Chain drug stores and grocery stores as well as branches of department stores, some specialty shops, and personal service establishments may be present.